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EDUCATION WEEK

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Nine States Sue Major Insurers Over 'Boycott'

Firms Illegally Rigged Cost 'Crisis,' Suit Says

By Robert Rothman

Nine state attorneys general last week charged in court that leading insurance companies illegally conspired to restrict the liability-insurance coverage offered to municipalities and school districts.

"The conspiratorial action of these companies created the so-called liability crisis," said James M. Shannon, the attorney general of Massachusetts. "Unless we stop this collusive behavior, there is no guarantee that it won't happen again."

In a lawsuit filed in U.S. district court in San Francisco, the attorneys general allege that four major firms—Aetna Casualty and Surety Company, Allstate Insurance Company, Hartford Fire Insurance Company, and CIGNA Corporation—worked with reinsurers, brokers, and a trade association to sell stripped-down policies that reduced costs to the insurers.

Although the insurance industry is not subject to most federal antitrust laws, the prosecutors charge that this collusion amounted to a boycott, which is illegal.

In addition to Mr. Shannon, the plaintiffs include the attorneys general of Alabama, Arizona, California, New York, Minnesota, Wisconsin, and West Virginia.

James Mattox, Texas's attorney general, filed a similar suit in state court, because that state's antitrust laws are tougher than the federal law, a spokesman said.

School officials, who have faced skyrocketing premiums and shrinking coverage over the past few years, hailed the ac-

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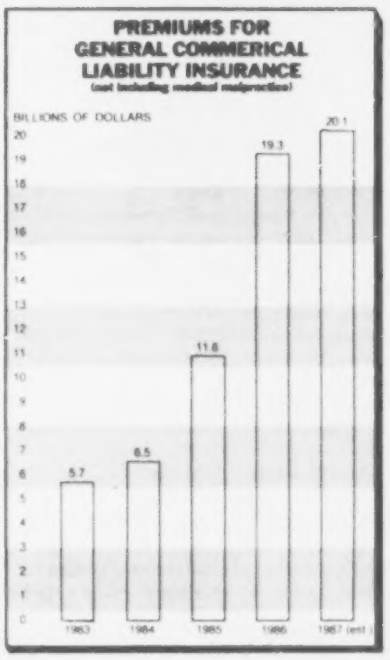

Overriding the President's Veto, Congress Broadens Rights Law

By Julie A. Miller

WASHINGTON—The Congress last week overrode President Reagan's veto to enact long-debated legislation nullifying the U.S. Supreme Court's decision in *Grove City College* v. *Bell*.

The "Civil Rights Restoration Act," as the new law is known, expands the coverage of federal anti-discrimination laws to include entire educational systems, schools, and other institutions that receive federal aid.

The votes to override Mr. Reagan's action—73 to 24 in the Senate and 292 to 133 in the House—exceeded the required two-thirds majority by comfortable margins.

Opponents of the legislation had argued that it would subject churches, businesses, and social organizations to new and unjustified federal intrusion. But civil-rights lawyers said last week that schools, and especially colleges, will be more directly affected.

They agreed with a spokesman for the Education Department's office for civil rights, however, that a flood of complaints is not likely to pour in. And they expressed doubts that O.C.R. would quickly improve what they said had been a lax enforcement program.

"In a way, the battle has just begun," said Phyllis P. McClure, director of the NAACP Legal Defense and Educational Fund's Washington office. "We have the law, and now we have to see that the executive branch enforces it."

The O.C.R. will "promptly" re-examine about 800 cases that were closed or narrowed after the *Grove City* decision, "to determine if there may be continuing actions that would now constitute violations of the civil-rights statutes enforced by the department," LeGree S. Daniels, assistant secretary for civil rights, said in a statement last week.

In the *Grove City* case, the Court held

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Federal Panel Urges Major Overhaul In Education Programs for the Deaf

By Debra Viadero

WASHINGTON—A federal commission last week called for major changes in the way that most of the nation's estimated 1.2 million hearing-impaired children are educated.

"The current state of the art in deaf education at all levels is unsatisfactory," said Frank G. Bowe, chairman of the Commission on Education of the Deaf, in issuing the commission's hard-hitting report.

"We still have deaf high-school graduates who are reading at or below a 3rd-grade level," he said, and "the roots of the problem are in the preschool, elementary, and secondary years."

The commission took exception to current moves to integrate more deaf children into regular classrooms, saying that not all hearing-impaired children can benefit from such integration.

It also laid part of the blame for the poor quality of deaf pupils' education on the Congress, which it charged with failure to adequately monitor and direct the "well-meaning" programs it has created.

Established in 1986 by an act of the Con-

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Chicago's 'Summit': A Populist Blueprint To Reshape Schools

By William Snider

After years of bitter feuding, the major groups with a stake in the Chicago public schools have achieved a goal few thought possible just six months ago: a common vision for the future of the city's often-criticized school system.

A 54-member group composed of the top business, education, civic, and political leaders, working with many of the parents whose outrage gave new momentum to the city's school-improvement efforts, have hammered out the broad outlines of a plan that could fundamentally change the way the schools are run.

The vital role that parents have played in formulating the plan is demonstrated by its most striking and unusual proposal: a call for parent-dominated boards at each school.

These bodies would supervise school-improvement efforts and would be empowered to hire and fire the principal, review the school's budget, and suggest curriculum modifications. The plan also sets specific

Continued on Page 19

Lawsuits Question Viability of U.S. Equal Access Act

By Kirsten Goldberg

The written request from five students at McKinley High School in Buffalo, N.Y., was one that ranks high on the list of administrators' current legal fears: They were asking permission to meet after school "to pray about student and faculty concerns and to share the good news of the Scripture."

That simple request, submitted to district officials last November, ignited a controversy that has school-board members there wrestling with profound questions in an unsettled area of law where the free-speech rights of students compete with the right of school districts to control access to schools as a forum for public discourse.

It is a debate that is taking place in school systems, law offices, and courts around the country in the wake of rulings—including three recent judgments by federal district judges in Nebraska, Texas, and Washington State—that prohibit student religious clubs from meeting on school grounds.

At stake in the debate is the viability of the 1984 Equal Access Act, passed by the Congress in an attempt to clarify the issue. The law guarantees student religious clubs the same access to high-school facilities as is routinely granted to secular groups.

But four years after the act's passage, the only agreement among those who oppose and defend students' right to meet voluntarily in school to pray is that lawsuits involving the act have raised compelling questions that need to be decided by the

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Ron Moscati/Buffalo News

Members of Hi-Tops prayer group, who have asked to meet at a Buffalo high school.

Also in the news

6 **A Strong 'No' Vote on Readiness Testing**
Early-childhood group cites "long-term negative effects."

8 **No 'Bandwagon' Seen For Tuition Plans**
Experts take the shine off Michigan tax ruling.

IN SUMMARY

'Dying on the Vine'?
The president of the National Education Association, asserting that lack of money has stalled school reforms, last week urged federal and state officials to join the union in a new reform initiative. **Page 4.**

A Boost for History Teaching
Declaring that it is time to "move beyond recommendations," the head of the federal humanities endowment has awarded $1.5 million for a new center to improve the teaching of history. **Page 4.**

'Professionalization'
A New York State task force on teaching calls for substantial change in training and licensure standards, and in the structure of schools themselves, to promote professionalization. **Page 5.**

Paying for Desegregation
Lawyers and federal appellate judges in the Kansas City desegregation case appear eager to find alternatives to controversial tax hikes ordered last fall to finance integration efforts. **Page 5.**

A Veto in West Virginia
Gov. Arch A. Moore Jr. has vetoed a $1.46-billion "fantasyland" state budget for next year—a move that sets the stage for three special legislative sessions likely to have a major impact on schools. **Page 9.**

Assessing Liability for Abuse
The U.S. Supreme Court, signaling its interest in the question of whether public officials are liable in child-abuse cases, accepts one and declines one in which the ruling was affirmative. **Page 11.**

A Bigger Share for Education
Under a House-approved budget plan, the Education Department would receive some $22 billion— $1.7 billion more than its current level, and $800 million more than the President sought. **Page 13.**

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ACROSS THE NATION

NATIONAL

Governors Receive Second Grant For School-Restructuring Projects

The Carnegie Corporation of New York has awarded $691,000 to the National Governors' Association for a project to help states restructure schools and the teaching profession.

The grant, announced this month, will enable the N.G.A. to continue its Restructuring Schools Project. The effort provides matching grants to states for initiatives in such areas as teacher testing, the state role in encouraging school innovation, and the recruitment of minority teachers.

Last year, Carnegie gave the association $890,000 toward the project. During the program's second year, the N.G.A. plans to work intensively with states on such issues as new roles for teachers and administrators, rethinking accountability systems, and assessing higher-order thinking skills.

A new competition for $100,000 in matching grants is expected to be announced soon.

STATES

Texas Board Mandates Discussion Of Evolution in Geology Texts

The Texas Board of Education has voted unanimously to require that geology textbooks approved for use in the state's high schools include discussion of the theory of evolution.

The requirement, contained in the board's textbook proclamation for the 1990-91 school year, marks the first time Texas has mandated that evolution be referred to by name in science texts.

The proclamation, a call for bids to provide textbooks, is used by publishers as a guide for writing texts to be considered for statewide adoption.

The state restricted discussion of evolution in its textbooks until 1984, when biology texts were last adopted.

Since then, requirements have called for information on "scientific theories of the origin of the universe."

The state's commissioner of education, William Kirby, told the board this month that the new requirement "is a matter of being more honest" about what textbooks contain.

"If we are teaching evolution, we ought to say that we are teaching evolution," he said.

Some Texas geology books have referred to evolution by other names, such as "extinction theory," according to a spokesman for the state board.

Textbooks are adopted every six years in Texas. The current proclamation covers geology textbooks to be ready for review in May of 1989.

■ **A proposal adopted by the Minnesota Board of Education would make it the first state to test students' knowledge of** AIDS, but a bill being considered by the legislature would prevent the board from requiring all districts to offer AIDS education.

The proposal, passed by the board last month, requires 6th- and 10th-grade students to be tested on their knowledge of the disease and the ways it can be prevented. The proposal also requires districts to offer instruction on AIDS and communicable diseases for grades K-12.

In the legislature, however, the chairman of the House education committee has said he backs a bill that would block the board's plan.

DISTRICTS

Report Criticizes Programs For Handicapped in New York City

A federal magistrate in New York City has concluded that school administrators there have made little progress toward complying with a nine-year-old federal-court order that they provide timely testing and placement of handicapped students.

In a strongly worded report, U.S. Magistrate John L. Caden said school officials had produced "nothing that can be called a substantial, determined, or even good-faith attempt to come into compliance" with the order.

His March 4 report was issued in response to a plan submitted by school officials in July as part of their latest effort to comply with the court's 1979 ruling.

In that case, *Jose P. v. Board of Education of City District of New York City*, a federal court found that handicapped students in the city's schools faced excessive delays in receiving special-education services.

The court ordered school officials to develop a plan for testing all students thought to be in need of special services within 30 days after their referral for evaluation. Students found to be eligible for such services, the court said, must be placed within 60 days under the plan.

The report is now being reviewed by a federal judge, who will determine how to force the district into compliance.

Veterans Awarded Back Pay From Montana School District

A federal appeals court has upheld a lower-court ruling granting three Montana teachers pay raises they would have received had they not served in the military during the Vietnam conflict.

The March 14 ruling by the U.S. Court of Appeals for the 9th Circuit upheld the decision last year by U.S. District Judge Paul Hatfield that granted the teachers a total of $51,005. The appellate court denied the teachers' request for $42,000 in interest on the lost wages.

The case stems from a 1977 decision by the Great Falls school district not to place the teachers on the salary scale they would have been on had they not resigned to volunteer for military service. During most of the Vietnam conflict, teachers were exempt from the draft.

The Montana teachers, Donald Lang, Kenneth Beck, and the late Michael Erickson, had been granted retroactive sick leave, vacation, and other benefits when they returned to the district in 1972.

The teachers did not file suit until 1985, a fact the court cited as the reason for not awarding them interest on the back pay. Judge Hatfield said Mr. Lang was entitled to $25,474, Mr. Beck to $9,199, and Mr. Erickson's estate to $16,332.

A federal law passed in 1940 provides that veterans who have served "satisfactorily" are entitled to reinstatement in their pre-service positions or similar positions. A 1946 U.S. Supreme Court decision held that veterans are also entitled to up to four years' worth of pay raises and benefits they would have received if they had not joined the military.

The U.S. Labor Department receives inquiries on about 16,000 cases a year involving employer disputes with veterans or reservists, including many teachers, a spokesman said.

Superintendent Jerry Weast said the district was not opposed to the teachers' receiving back pay, but went to court "to arrive at an equitable conclusion."

2 Mississippi Teachers Lose Jobs Following Rape Incident at School

A Magee, Miss., teacher has been fired and another has resigned following an incident in which two of their male high-school students allegedly raped a special-education student while several others watched.

The incident occurred Feb. 26 at Magee High School in a special-education study room adjacent to the study hall. John Grantham, the teacher supervising the study hall, was out of the room, said Charles Alawine, the school's principal.

The alleged victim's teacher, Mary Duckworth, had given the girl, who is 16, permission to go to the study hall, Mr. Alawine said.

The principal said last week that Mr. Grantham had resigned after being told by the Simpson County School Board that his only other option was being fired.

Ms. Duckworth, he said, was fired but has appealed the decision and will receive a hearing as required by state law.

The board voted this month to expel the two students charged with the rape. The boys—a 17-year-old and a 15-year-old—are being held in the county jail and will be tried as adults, Mr. Alawine said.

Four students who witnessed the incident were suspended for three days last week for not alerting teachers, the principal said.

■ **The Vermont Board of Education has voted to allow the town of Arlington to secede from the Southwest Vermont Supervisory Union,** which has been the target of state investigations for an alleged "ghost class" scheme involving teachers and administrators.

Residents of the town voted overwhelmingly in 1986 to break off from the union, the state's largest school-governing body. Jerry Eselin, Vermont's acting deputy commissioner of education, said that although residents "did not appreciate the problems of the union," the scandal over improperly awarded college credits for school employees had not been the primary reason for the separatist movement.

The town had "pretty much been operating on its own," he said.

Larger Vermont cities, such as Burlington and Rutland, maintain independent school districts, but Arlington's new status is unusual for a small town, Mr. Eselin noted.

The board agreed to allow the new arrangement for a three-year trial period, he said, adding that it had also urged the town to negotiate with nearby Sandgate and Sunderland to form a new supervisory union.

■ **The Broward County, Fla., school board has rejected a proposal to include numerical marks with letter grades on report cards.**

Student groups had argued that numerical grades would give parents a more complete picture of their children's performance under a new scoring scale that raised the standards for letter grades. Under a district policy that took effect this school year, students need, for example, a grade of 94 to qualify for an A.

Opponents of the proposal said numerical scores were unnecessary, and would be difficult to assign in some subjects.

A Meeting of Leaders Past and Future

Former U.S. Chief Justice Warren E. Burger, left, discusses the importance of public service with state winners of the 1988 Century III Leaders program in Williamsburg, Va., this month. Those listening to Justice Burger are, from left, Nancy Sevier of Lanett, Ala., Jason Elliott of Piedmont, S.C., Michael Mercer of Linton, N.D., and Sang Kim of West Hartford, Conn.

RESEARCH AND REPORTS

Study Charts Attitudinal Clues To Likelihood of Teen Pregnancy

A teen-age girl's awarness of what future opportunities she stands to lose by becoming pregnant is a strong factor in determining who is most likely to become a young unwed mother, according to a RAND Corporation report issued last week.

The report, "Beyond Stereotypes: Who Becomes a Single Teen-age Mother?" describes the results of a survey of 13,000 high-school sophomores who in 1985 were asked the question: "Would you consider having a child if you weren't married?"

Of those who responded, 23 percent of the white, 29 percent of the Hispanic, and 41 percent of the black teen-agers said they would or might have a child out of wedlock.

A follow-up survey in 1987 found that those who initially ruled out the idea of pregnancy more successfully avoided it. Young women who had said they would consider pregnancy without marriage were two to three times more likely to have become single parents by the time of the second survey.

The survey found that black women who hoped to go to college had a dramatically lower nonmarital birth rate than their peers.

Based on interviews with the participants in the study, RAND researchers concluded that the attitudes of white teen-agers toward motherhood were most influenced by parents and the school peer milieu; those of Hispanic teen-agers were influenced most strongly by religious values; and those of black teens hinged on close parental supervision and a "conscious rejection" of the stereotype of young, black women as unwed mothers.

The survey is available for $4 from the RAND Corporation, 1700 Main St., P.O. Box 2138, Santa Monica, Calif. 90406-2138.

Visiting the Sins of the Children Upon the Parents

When the new principal at Denison Middle School in Lake Geneva, Wis., decided to crack down on tardiness, he crafted a policy that was tough but fair.

Late students would face a 40-minute detention period after school—but their parents could serve the time if they owned up to causing the delay.

Since January, when the policy went into effect, seven parents—all mothers—have agreed to serve their child's detention, said Principal Erwin Roth last week. Twenty-one other parents have confessed but declined to serve time.

The idea, the principal said, is to stress parental responsibility and foster a sense of "the home, school, and community all working together."

Although there has been widespread support for the policy, Mr. Roth said the school board was divided "along sexual lines" over the issue. In a nonbinding vote rejecting the measure, the three women on the five-member board registered the fact, Mr. Roth said, that they "didn't like the idea of moms serving detention."

Mr. Roth plans to continue enforcing the policy, however, while trying to expand the penalty options available to parents. So far, the adult detainees have spent their sentences writing letters or copying recipes in a room away from the students, he said. But in the future, they might have the choice of chaperoning a dance, monitoring study hall, correcting papers, or performing some other, student-related function.

Peter Steiner

Mr. Roth expressed confidence that, as parents become more aware of their contribution to school progress, community involvement will grow as the tardiness rate declines.

And, he added, the board's concern that only mothers will volunteer their services may prove unwarranted. Last week, he was discussing the detention option for the first time with a father. —J.W.

UPDATE

■ **A New Jersey appeals court has barred the state education department from implementing new rules that would ease the requirements for moving students out of bilingual classrooms.**

Under the order issued by Judge Melvin Antell, the state cannot implement the regulations until a lawsuit challenging them is decided.

The rule change, which was scheduled to take effect this spring, would have allowed students to be placed in all-English classrooms on the basis of a single English-proficiency test.

At present, the state also considers additional test results and evaluations by teachers.

In two lawsuits filed last month, a consortium of school boards and the state's Public Advocate Department maintained that the policy would infringe on students' rights and was not adequately justified by the board of education. The proposal has also been opposed by other education groups around the state. *(See Education Week, Nov. 18, 1987.)*

Corrections

Due to a typographical error, a databank in the Feb. 24 issue incorrectly listed Utah's school-age population for 1986.

The correct figure is 416,000.

The name of the Los Angeles high-school teacher whose struggle to encourage students to achieve is portrayed in the new movie "Stand and Deliver" was incorrectly reported in the March 23 issue. The teacher's name is Jaime Escalante.

West Virginia Governor Vetoes $1.46-Billion Spending Bill

By Tom Mirga

Gov. Arch A. Moore Jr. of West Virginia has vetoed the legislature's $1.46-billion state spending plan for fiscal 1989, calling the budget a "fantasyland" that was "hastily contrived and ill-advised."

The Governor's March 19 action set the stage for a series of three special sessions with implications for the financing and operations of the state public schools.

First, lawmakers were expected during a one-day session last week to approve a bill that could temporarily ease the state's chronic problem of delayed aid payments to county school districts.

The measure would allow the Governor to borrow $50 million from the state's consolidated investment fund to make aid payments to districts, and permit him to pay back the loan by June 30, 1989.

In addition, the Governor has said he will convene two special sessions following May 10 primary elections for state House and Senate seats. The first session will be devoted to recrafting the budget; the second will focus entirely on school reform.

Reform Bill Died

A House-Senate conference committee reached an agreement on a far-ranging, 170-page reform bill at 11 P.M. on March 12, but it died when the regular session ended an hour later.

Senator Keith Burdette, who recently resigned as chair of the chamber's education committee to protest the Senate leadership's handling of the budget, said he expected the reform bill to "survive in some fashion" during the special session on education.

Governor Moore, meanwhile, has not outlined what reform initiatives he wants lawmakers to consider, deciding it would be better "not to tip his hand before he puts items on the call" for the special session, said John Price, his press secretary.

Unprecedented 'Outrage'

In his veto message, the Governor said the legislature's proposed budget generated an unprecedented "level of outrage expressed by West Virginians from all walks of life."

According to the Governor, the bill's appropriation for precollegiate education was "a sham to try and mislead the public."

Gov. Arch A. Moore Jr.

Although it "would appear to be an increased amount" over the current $755-million spending level, he said, it fell some $30 million short of the amount needed "just to meet basic requirements."

Under the state constitution, public education ranks second only to bonded debt in priority for state financing. Several weeks ago, the West Virginia Supreme Court declared the fiscal 1988 budget unconstitutional on the grounds that it failed to fund education fully.

According to a staff member of the Senate finance committee, it is virtually impossible to compare the Governor's budget request for K-12 education with either the $786 million approved by the legislature or this year's funding level because they do not include all of the same programs. For example, the Governor's office cites his fiscal 1989 request for precollegiate education as $772 million; the Senate finance panel, on the other hand, reports that it is $718 million.

$25 Million for Reforms

The finance committee aide noted that the vetoed budget plan would have authorized an estimated $25 million for the reform bill that died during closing minutes of the regular session.

According to Senator Burdette, the measure included provisions that would have:

- "Deregulated" education by forming school-based committees of adminstrators, teachers, and parents that would have designed their own curricula to meet the state's student-learning outcomes.
- Created a statewide testing program, with low-scoring students being retained in their grades if they failed to successfully complete a locally designed remediation program.
- Frozen county districts' current pupil-teacher ratios for two years.
- Implemented new standards for classifying children as either gifted or handicapped.
- Revoked the driver's licenses of dropouts under age 18.
- Toughened sanctions against the parents of chronically truant students.

"I believe the crux of this package will survive in the special session," the senator said. "Nobody knows what the Governor plans to propose, but I suspect we'll incorporate as much of it as makes sense."

More Join Finance Suit

In a related development, 31 West Virginia districts have joined 15 others in a suit that seeks to block a state circuit judge from carrying out his threat to redistribute property-tax revenues in the wake of voters' rejection this month of a proposed constitutional amendment.

On March 5, voters resoundingly defeated a ballot proposal that would have set a 90 percent "excess" levy in all districts. Special Judge Larry Cook, who oversees the state's ongoing school-finance suit, said last year that he would order the tax redistribution if the amendment was defeated.

The state supreme court is expected to rule on the matter before June 30, the date that Judge Cook has set for his action.

State Tax Systems Hurt Poor, Study Finds

State sales, tobacco, and gasoline taxes consume 5.4 percent of the incomes of the nation's lowest-earning families, but 2.5 percent or less of the incomes of those earning more than $66,000 annually, a new study reports.

The study, a joint effort of the Institute on Taxation and Economic Policy and Citizens for Tax Justice, a watchdog organization, argues that only by increasing their reliance on taxes based on income—primarily personal and corporate—can states make their tax structures more progressive.

Currently, according to the organizations, the average statutory state and local sales-tax rate is 5.6 percent. If states attempted to broaden the base of goods and services taxed—as Florida and others have considered—the average rate required to achieve comparable revenue would fall to 3.5 percent, their report says. But that form of broadened taxation would continue to have the greatest effect on those with the least income, it argues.

The groups contend that some form of progressive tax-rebate scheme, combined with greater reliance on corporate and income taxation, offers the best hope of distributing tax burdens more fairly.

Copies of the report, which includes state-by-state listings of tax rates and characteristics, are available for $20 from Citizens for Tax Justice, 1311 L St., N.W., Washington, D.C. 20005.

Total Sales & Excise Tax Burdens by State

Shares of Income for Families of Four in 1987

Income (US avg.)	Poor $8,581	Middle $31,497	Rich $612,122	Rich Tax/ Poor Tax	Rich Tax/ Middle Tax
Mississippi	9.6%	5.2%	1.4%	14%	26%
Tennessee	9.3%	5.4%	1.6%	17%	29%
Louisiana	8.6%	4.8%	1.5%	18%	32%
Alabama	7.8%	4.2%	1.1%	14%	26%
South Dakota	7.7%	4.5%	1.3%	18%	30%
Oklahoma	7.6%	4.5%	1.3%	17%	28%
Utah	7.3%	4.6%	1.4%	19%	30%
Arkansas	7.1%	4.2%	1.1%	15%	25%
Texas	7.1%	4.2%	1.5%	21%	36%
Washington	6.9%	4.3%	1.6%	24%	38%
Illinois	6.4%	3.7%	1.2%	19%	32%
Dist. of Col.	6.2%	3.4%	1.2%	20%	36%
Arizona	6.1%	3.7%	1.3%	21%	35%
South Carolina	6.0%	3.6%	1.0%	16%	28%
Wisconsin	5.9%	3.6%	1.2%	20%	32%
North Dakota	5.9%	3.5%	1.1%	19%	32%
Missouri	5.9%	3.6%	1.1%	19%	31%
Minnesota	5.9%	3.5%	1.1%	19%	32%
New York	5.8%	3.5%	1.4%	23%	38%
West Virginia	5.8%	3.4%	1.1%	19%	32%
North Carolina	5.6%	3.4%	0.9%	17%	27%
Hawaii	5.5%	3.3%	1.0%	19%	31%
Indiana	5.5%	3.3%	1.0%	19%	31%
Idaho	5.4%	3.6%	1.1%	20%	30%
Maine	5.4%	3.3%	1.0%	19%	31%
Nebraska	5.4%	3.2%	1.0%	18%	30%
Nevada	5.3%	3.4%	1.1%	21%	33%
Ohio	5.3%	3.2%	1.1%	20%	33%
Kentucky	5.3%	3.0%	1.0%	19%	33%
Georgia	5.3%	3.0%	0.9%	16%	28%
Connecticut	5.2%	3.3%	1.3%	24%	39%
Iowa	5.1%	3.1%	0.9%	18%	31%
Virginia	5.0%	3.0%	0.9%	17%	29%
Florida	5.0%	3.1%	1.1%	23%	36%
New Mexico	5.0%	4.7%	1.4%	28%	30%
Michigan	5.0%	2.8%	0.8%	17%	30%
Colorado	4.9%	3.1%	1.1%	22%	35%
Rhode Island	4.7%	2.9%	1.0%	20%	34%
Pennsylvania	4.5%	2.8%	1.0%	21%	34%
California	4.5%	2.8%	1.0%	22%	35%
Maryland	4.4%	2.7%	1.0%	22%	35%
Wyoming	4.2%	2.7%	0.9%	20%	32%
Kansas	4.1%	3.2%	1.0%	24%	30%
New Jersey	4.0%	2.5%	1.0%	24%	39%
Vermont	3.8%	2.7%	0.9%	24%	34%
Montana	3.5%	1.7%	0.2%	6%	13%
Massachusetts	3.3%	2.0%	0.8%	23%	38%
Alaska	2.5%	1.2%	0.3%	13%	26%
New Hampshire	2.5%	1.4%	0.4%	16%	28%
Delaware	2.5%	1.1%	0.2%	9%	19%
Oregon	2.4%	1.1%	0.1%	5%	10%
U.S. Average	5.4%	3.3%	1.1%	20%	33%

SOURCE: Citizens for Tax Justice

An Editorial Opinion

Florida's Blackboard Jungle

In the wake of several widely publicized shootings in Florida schools and moves by school officials there to use metal detectors to stem the flow of weapons (see Education Week, March 16, 1988), *some Florida educators have asked legislators to consider changing the state's controversial new handgun law, which substantially eased restrictions on ownership. Following is a March 11 editorial on the subject from* The Orlando Sentinal. *Reprinted with permission.*

So you wanna be somebody, huh, kid? Why not pack a piece? Why, its the latest fad in Florida schools.

And does that surprise anybody? After all, it's now frightfully easy for adults to buy handguns—even carry them concealed. Last year, the Legislature, with Gov. Bob Martinez's blessing, took away local control over gun laws.

That was a silly mistake.

Among other things, the action sent a message that handguns are cool—something young people naturally pick up on. Carrying weapons legally has gotten a lot easier. Consider: Under a lax new law, nearly 100,000 adults have sought applications for permission to carry a concealed handgun. Almost a fifth of them already received their permits.

To no one's surprise, kids are taking pistols from their homes or acquiring stolen ones on the street. Then they show up with these killers in class. Just last month an assistant principal of a Pinellas County high school died a few days after a 15-year-old student shot him and another administrator, who is recovering.

Yes, some districts were having problems before with a few teenagers toting weapons. But what's scary now, in the wake of relaxed gun laws, is the proliferation of pistols in middle and high schools.

In other words, the problem isn't confined to inner-city neighborhoods where Saturday Night Specials are prevalent or to rural areas where hunting weapons are common. It is permeating all neighborhoods and involves kids with good grades as well as those with failing marks.

In Orange County, for example, four of the nine students expelled last year for carrying guns were from schools in middle-class neighborhoods. So far this year 11 students have been caught carrying guns. Nine were from "quiet" suburban schools.

In Volusia County, 11 students have been caught with guns this school year—up from only two instances the year before. This dramatic increase prompted the county school board to pass an emergency regulation this week that calls for principals to recommend expulsion for any student caught carrying a gun.

Duval County has taken an even tougher stance. There, school officials are using metal detectors on students—an action other school systems are considering. Why such a drastic tactic? Because the number of students caught with guns in Duval has almost tripled in two years: from 23 in 1985 to 63 last year.

Schools are doing what they can to rid themselves of guns. But this ugly phenomenon isn't likely to go away unless the Legislature does something to challenge the notion that carrying guns is okay.

At the very least, legislators should give back control of gun laws to local governments, which were tougher on issuing concealed-weapons permits. That's one way to curb a deadly plague of pistols.

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EDUCATION WEEK

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Extensive Tests In Indiana Make Teachers Uneasy

Officials Say Program Is a Necessary Reform

By Deborah L. Gold

An extensive standardized testing program being used in Indiana to screen students for summer-school remediation and possible grade retention has drawn fire from some teachers and parents and could face a legal challenge by private schools.

Other states have mandated systematic testing as part of their reform blueprints, and some use the tests as promotional "gates" in some grades or require remedial help for failing students.

But experts say Indiana's mandate may be the most sweeping in the nation, both in terms of the numbers of grades it includes and the extent to which results are used to require summer-school placement and retention.

Officials of the Indiana State Teachers Association say that early results from an informal survey of its members indicate that opposition to the Indiana Statewide Test for Educational Progress, known as ISTEP, is running "at about 99 to 1."

Teachers, they say, report that anxiety over the first administration of the test last

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Rich Miller/The Indianapolis News

Students took "ISTEP" for first time last month. State program costs $40 million.

Man on the Move

Bennett Road Show Blends Politics With Policy

By Julie A. Miller

A funny thing has happened since William J. Bennett became Secretary of Education in 1985: The head of a small agency President Reagan had marked for extinction has become one of his most visible Cabinet members.

"Certainly, what Bill has done as Secretary of Education is raise the profile of the position," says Republican Party Chairman Frank Fahrenkopf. "He's raising issues that Democrats and Independents and Republicans have to meet and discuss. It's not only helpful to the Republican Party, it's helpful to the whole system."

Mr. Bennett makes no secret of the fact that he enjoys using his post as a "bully pulpit." He has devoted a great deal of time and energy to public speechmaking, and commands headlines by making controversial statements on a variety of topics, including some connected only tangentially, if at all, with education.

He has criticized fellow Republicans for not supporting President Reagan more forcefully amid the Iran-contra revelations. And he played a key role in convincing Douglas H. Ginsburg, the U.S. Supreme Court nominee last fall who admitted to having smoked marijuana, to withdraw from consideration.

Some observers tout Mr. Bennett as a rising star in the Republican Party, crediting him with recasting education as a Republican issue and serving as a strong voice on a variety of subjects, from AIDS to contra aid.

But his critics say he has overstepped the bounds of his office and neglected its tradi-

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'Computer Competence' Still Rare Among Students, Assessment Finds

By Robert Rothman

WASHINGTON—Despite a "meteoric rise in the popularity of computers in education," relatively few students are knowledgeable about computer applications and programming, the first national assessment in the subject has found.

A report on the findings, released last week by the National Assessment of Educational Progress, notes that most students "like using computers and want greater access to them."

Those who have such access, it says, are likely to develop computer competence—particularly if their study of computing at school is reinforced by computer use at home.

The importance of home practice, it says, explains in part "clear racial/ethnic differences in computer competence" that favor more affluent white students over their black and Hispanic peers.

The study also found that many school computer coordinators consider themselves inadequately prepared to teach computer science.

"Some people may be alarmed at what we found, others may be encouraged," said Archie E. Lapointe, NAEP's executive director. "The answer depends on where we think America should be in the year 2000 and beyond with respect to computer competence."

"It depends on whether we think all, most, or some students should graduate from

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School Research Too Impractical, Finn Tells Group

Calls 'Usefulness' Key To More Federal Funds

By Julie A. Miller

The U.S. Education Department's research chief last week urged education researchers to focus on studies with "practical value" and seek broad support from other educators to secure more federal funding.

"In spite of decades of trying," asserted Chester E. Finn Jr., the department's assistant secretary for educational research and improvement, "our field has not yet succeeded in persuading many people, save for our own fraternity members, of course, that education research is valuable or worthwhile except in situations where its work is palpably joined, in ways that any layman can understand, to real life issues, problems, and dilemmas."

Mr. Finn's remarks were contained in a sharply worded speech prepared for delivery at the annual meeting of the American Educational Research Association in New Orleans.

The assistant secretary said he was doubtful that researchers would change the focus of their agenda and "make common cause" with the broader community of educators and policymakers.

"I find it entirely plausible that the education-research community would rather maintain its purity and preserve its traditional culture, even though that likely destines most of its members to relative poverty, obscurity, and irrelevance," he said.

A number of prominent researchers have criticized Mr. Finn's focus on applied research and dissemination as narrow and simplistic, and have charged that the Reagan Administration is to blame for education research's lack of funding and credibility.

But Mr. Finn maintained that he has done all he can to champion support for research,

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The Secretary previews his update of *A Nation at Risk*, and urges Catholic schools to educate the "worst."

9 **N.E.A. Affiliates Campaign For Teacher-Licensing Boards**
But the union has had little success in persuading state lawmakers to hand control of licensure panels to teachers.

15 **Dispute Over Research Center Upsets Vocational Educators**
As Ohio State and a California consortium battle in court for a $30-million grant, school officials fear a loss of services.

A Seattle Principal Defies the Conventional Wisdom

Shrinks Class Sizes, Drops 'Labels'—Pays a Price

By Lynn Olson

SEATTLE—When Principal Levaun Dennett looked at her elementary school's test scores in the spring of 1985, they showed a bleak but familiar pattern.

"More of our black kids scored in the bottom ranges of the California Achievement Test," she recalls. "More of our free-lunch kids were in the bottom ranges."

"More of our special-education kids were black," she continues. "More of our kids who were having trouble were boys."

"It was the same pattern that everybody else was talking about," the principal says. "We were pulling kids out for special education, we were pulling kids out for Chapter 1 remedial education, we were pulling kids out for special-needs instruction, and it wasn't working."

"The kids who were in trouble," she notes, "were the same kids who had always been in trouble."

From the Bottom Up
An occasional series on school-based reform

Unwilling to let the dispiriting cycle of failure continue, Ms. Dennett and her teachers have spent the last three years creating a school here in which all students can succeed.

At the restructured Montlake Elementary School, there are almost no "pull

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Barry Wong/The Seattle Times

Principal Levaun Dennett.

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Despite a conflict with church teaching against contraception, Roman Catholic educators have decided to include information about the use of condoms in a new curriculum for AIDS education in church schools. **Page 4.**

Popularity Doesn't Count
Even though mathematics is popular with students and they think it is important, a new national assessment shows that few 7th and 11th graders are able to perform well on tasks requiring skills beyond simple calculation. **Page 6.**

Call for a New Curriculum
The head of the National Science Teachers Association has urged U.S. schools to emulate schools in China and the Soviet Union by providing more intensive instruction in biology, chemistry, and physics for all students. **Page 7.**

Campaign for Literacy
In an effort to increase the basic-skills levels of school-age children, the organizers of Project Literacy U.S. have broadened their campaign against adult illiteracy to include a project to promote literacy among young people. **Page 8.**

A Ruling on Interest Charges
The U.S. Supreme Court has ended a lengthy battle by letting stand an appellate-court ruling that allows the Education Department to charge school districts interest during litigation over allegedly misspent federal grants. **Page 15.**

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ACROSS THE NATION

STATES

Pay-Supplement Rules Illegal, New York Appellate Court Says

New York State regulations that make some school administrators eligible for special salary supplements but deny eligibility to others violate the U.S. and state constitutions, a state appellate court has ruled.

In upholding a lower-court ruling, the appellate court said last month that the rules governing the state's Excellence in Teaching program—through which districts can receive extra aid to boost teacher salaries—deprived the excluded educators of their rights to equal protection of the laws.

The regulations limit eligibility for the supplements to school employees who are in the same collective-bargaining unit as teachers.

But according to the New York State Federation of School Administrators, which filed the suit challenging the rules, administrators and supervisors in some districts belong to teachers' unions, while their counterparts in other districts do not.

The distinction was "arbitrary," the group argued, and thus illegally discriminatory.

The appellate court agreed. "The regulation is facially invalid," it held, "in dictating a discriminatory distribution of finite, predetermined apportionments based upon a criterion irrelevant to any plausible statutory purpose."

State education officials have decided not to appeal the ruling, a lawyer for the education department said last week. New regulations will be written, he said.

Illinois Provision Constitutes Age Discrimination, 2 Suits Charge

A provision of an Illinois law that allows school districts to revoke teachers' tenure when they reach the age of 70 is being challenged in court by a federal agency and a former teacher.

In separate suits filed in federal district court last month, the U.S. Equal Employment Opportunity Commission and the former teacher, Russell B. Lundry, charge that the provision violates federal age-discrimination laws.

Mr. Lundry, who was hired by the Bourbonnais Elementary School District in 1969 and achieved tenure in 1971, was terminated by a vote of the school board in March of last year because he had turned 70, according to Allison J. Nichol, an E.E.O.C. lawyer.

But Jack R. Beaupre, a lawyer for the district, said Mr. Lundry's termination was based on his record as a classroom teacher and not on his age. "This school district has been trying to keep this man out of the classroom for 12 years," he said.

Mr. Beaupre said that under the terms of a 1985 consent agreement between Mr. Lundry and the board, the district was required to employ him as an assistant librarian until he reached the age of 70.

"Apparently, this whole school district has become a national test case, but this case has nothing to do with age discrimination," Mr. Beaupre maintained.

The E.E.O.C. suit names as defendants the state of Illinois and the Bourbonnais school board. Mr. Lundry's suit names only the school board.

Georgia Union Calls for Changes In Methods Used To Set Pay

A system designed to ensure that starting salaries for Georgia teachers are comparable to those in private industry contains flaws that have kept pay down, according to a new report by the state's largest teachers' union.

The system was adopted as part of the state's 1985 education-reform package.

Under the provision, the governor's office of planning and budget annually determines starting salaries for a number of occupations that require a bachelor's degree. From that list, the office computes the median salary for recent graduates and compares it with beginning-teacher pay to determine what raise is necessary to achieve parity.

In its report, however, the Georgia Education Association charges that many of the occupations included on the list actually do not require a bachelor's degree and that including them in the market survey limits starting pay for teachers.

"A narrowing of the list to only those occupations that are sure to require a four-year degree would improve the validity and reliability of the results," the report argues.

In addition, it says, teacher salaries would be higher if the state used the average, rather than median, starting salary of other occupations in its formula.

A spokesman for the G.A.E., an affiliate of the National Education Association, said last week that the union would push for the changes recommended in the report during next year's legislative session.

Panel Favors More Integration Of Handicapped Students in Pa.

A Pennsylvania task force has recommended that schools provide more opportunities for handicapped students to mix with their non-disabled peers, both inside and outside the classroom.

But the group's recommendations stop short of the "regular-education initiative" advocated by the state's secretary of education, Thomas Gilhool. That approach calls for nearly total integration of mildly handicapped children into regular classrooms.

The panel's stance represents a consensus reached after five months of debate, Frank Manchester, co-chairman of the 45-member group, said last week.

"We had some people who wanted integration of every handicapped child, and we had people who didn't want the state to do any more than they had already done," he said.

The task force, which was created by Mr. Gilhool, also urged schools to stop pinning labels, such as "mentally retarded" or "learning-disabled," on children.

It called for programs that would begin helping handicapped children at birth and for formal efforts to help disabled students make the transition from school to work.

■ **Public schools in Illinois will have fewer students by the year 2000, but more of them will come from poor and minority families,** according to a new study by the state board of education.

The study, released last month, estimates that by the turn of the century, 43 percent of the state's 1.7 million public-school students will be from poor families, up from the current 30 percent. The total minority enrollment is expected to increase from 33 percent to 42 percent, while the proportion of white students is expected to de-

Nothing Is Better for Thee Than Me

Last September, Principal Gail Thompson challenged her 220 kindergarten through 6th-grade pupils at the Doniphan (Neb.) Elementary School to read a total of 10,000 books in six months under the national "Book It" reading program.

Since that meant each student would have to read nearly two books a week, the bet seemed a safe one, she says.

But her students, envisioning a delicious victory, raced through the challenge in only five and a half months.

To the loser remained a less appetizing task: making good on the bargain she had fecklessly struck.

And so, one day recently teachers and students enjoyed a hot-oatmeal breakfast while Ms. Thompson, garbed in a 1920's-style bathing suit, hat, and goggles, immersed herself in an old-fashioned bathtub filled with the gooey stuff.

Peter Stainer

As part of the bargain, the spirited principal was to comply with students' requests that she read to them while wading in the concoction for four hours.

But she says that "most of the kids were too busy laughing or asking questions, so I didn't do too much reading."

Though her "soak" delighted everyone, including disbelieving parents who had come to watch, "the main thing," she says, "was that students got reading, they found they liked it, and they are still reading."

—J.W.

Man on the Move: Bennett Forays Blend Politics and Policy

Continued from Page 1

tional constituency in favor of self-promotion and service as an itinerant preacher of the conservative gospel.

"I think he's done a very good job of keeping himself on the front page, but when you look at what he has done to improve education, the results are very slim," says Mary Hatwood Futrell, president of the National Education Association and one of the Secretary's favorite targets.

'That's Where Education Is'

Mr. Bennett's platform is less like a pulpit than a traveling revival, in which he carries his message across the country to Rotary clubs, chambers of commerce, and Republican groups, as well as to schools and their employees.

Mr. Bennett spent 73 days in 1986 and 77 days in 1987 on the road, according to records supplied by his office. Allowing for vacations, holidays, and weekends, that represents almost a third of his working days.

"That's where education is, out there in America," Mr. Bennett said in a recent interview. "I am a public servant. I work for the American people, and it's good for me to see them from time to time, to tell them what I think and hear what they think."

"Particularly in the area of education, unlike defense, the real work is going on outside the Beltway, not inside the Beltway," he said. "That's where the money is being spent, that's where the decisions are being made."

Reaching Other Audiences

But Mr. Bennett's travels do not always take him to the people making those decisions.

He makes almost as many speeches before audiences external to education as he does at schools, colleges, and education associations. Often, Mr. Bennett schedules one school visit amid a half-dozen political and other non-education events.

On a California excursion this winter, for example, the Secretary attended two Republican fundraisers, met with local journalists, and visited a high school. The visit to the high school, the principal confirmed, was arranged after the political functions were scheduled.

A month later, in Florida, Mr. Bennett visited two schools, but also attended three political gatherings and spoke to two business organizations. An invitation from the Soap and Detergent Association was the impetus for the trip.

Mr. Bennett's aides say that is not atypical, and that trips are driven by non-education events at least as often as by education-oriented meetings.

"I pushed him to go towards a big, general audience," says Mr. Bennett's press secretary, Loye W. Miller. "Rotary clubs are golden, the leadership of the community, real people, people who either have kids in school or did have and are a good, typical slice of the American electorate."

According to records supplied by Mr. Bennett's office, he visited 75 schools and 50 higher-education institutions from 1985 through 1987, and spoke to 40 local and national organizations with an education focus.

During that same period, he spoke at 63 Republican Party functions, including 15 appearances on behalf of specific candidates for office. He also spoke to 52 local business and civic organizations and about 20 miscellaneous gatherings, ranging from the International Association of Chiefs of Police, to Dallas Right to Life, to a "Sportscasters of the Year" dinner.

"They're Americans. They're parents. They're taxpayers," Mr. Bennett says. "It's not like I have to drag a Chamber of Commerce audience or a Soap and Detergent Association audience kicking and screaming to my topic. They're interested."

"I think I'm giving [the taxpayers] a more direct return than a lot of people," he says. "They see what I think, what I recommend, and they can take it back and apply it to their own schools. They get a discussion, and the life of America is ideas."

'Sharpened Debate'

Even some who disagree with him give Mr. Bennett high marks for keeping education in the public eye.

"I know this is unconventional among Democrats, but I think that his use of his office has, on balance, sharpened the debate," says Gov. Bill Clinton of Arkansas. "A lot of what he has said in calling for greater accountability has been a net plus."

"I don't think there's any question that public support for higher teacher salaries has to do with feeling that there will be more accountability," says Governor Clinton, who has been one of the country's most active state leaders on education issues. "That's an argument for continuing to have a gadfly in the bully pulpit."

"In terms of developing a vision of what the goals and purposes of education are, he's been quite successful, especially as regards the issues of content and character," says Albert Shanker, president of the American Federation of Teachers.

"Everybody has something to do with education, so I think it's quite appropriate to get business groups, parent groups aware of the problems of education," he says.

'A Certain Naiveté'

But many education advocates say they do not think education has benefited from Mr. Bennett's visibility.

"What does he do besides talk?" Ms. Futrell asks. "Does he work with community groups and education groups, and say, 'Let's sit down and talk about the problems of education?' "

"I don't think what education needs is stacks and stacks of criticism," comments Shirley M. Hufstedtler, who was the first Secretary of Education. "What it needs is an appreciation of how difficult the issues are, that there is no quick fix, how tough the job of a teacher is, and how little we reward those who do it."

"I don't think the public appreciation of these issues has improved," she says.

Mr. Bennett has shown "a certain naiveté" about the problems of education, according to Mr. Shanker.

"I don't think many people would disagree that kids should learn math and science," he says. "The question is, how do you get those who have never learned it to learn it? There was no golden age. In 1940, 80 percent of students never graduated from high school."

"There are schools that have all the traits Mr. Bennett is talking about and kids still aren't learning there," Mr. Shanker asserts.

'Basically Hostile'

And the A.F.T president concurs with other education advocates that the Secretary's direct attacks on the education community have been counterproductive.

"He is basically hostile to educators and educational institutions. You can just feel it and see it," Mr. Shanker argues. "It's very difficult for anyone to be secretary of labor if they are anti-union or secretary of commerce if they are anti-business or secretary of defense if they are anti-military."

"It's fine to use the office as a bully pulpit and to be critical when criticism is warranted," says Robert Atwell, president of the American Council on Education. "But the way he draws attention to the public debate has not been well-informed for the most part, and has been a polemic—as distinct from dialogue or reasoned commentary. It's headline-grabbing."

"Bennett has set himself up in opposition to what he believes to be the education establishment, and said, 'I don't work for them, I work for the American people,' " Mr. Atwell says. "That's nice, but I think it's more effective to work through and with the establishment in any field to bring about change."

'Enormous Education Needs'

Critics of the Secretary also point to areas in which they believe he has been remiss as the nation's top education official.

"Obviously, our styles are different—I believed my mission to be different than what he believes it to be," Ms. Hufstedtler says. "As far as trying to create cooperation between public and private education and the federal and state governments, I don't think he's tried to do that."

"The needs are so enormous and the resources so hard to get, it is important to stop as much as possible the antagonism between government and the parts of the education system," she concludes.

Several observers, noting that almost all Mr. Bennett's legislative proposals have been soundly rejected, say he should have worked more pragmatically to build credibility with the Congress.

'Greater Glory'

Others say Mr. Bennett's commitment to civil rights is insufficient. "This ought to be a major federal commitment, and it's one on which Mr. Bennett has been very soft," according to Mr. Shanker.

"He is, in my opinion, looking for greater glory," says Ms. Futrell. "He is using the office for self-promotion. When he gets involved in a nomination and the contra issue and gets into dropping bombs on South America because of drug problems, what message is he sending? It's 'I'm well-versed on other topics.' "

"Since when is it against the law for a Cabinet officer to promote himself?" counters Mr. Miller, the Secretary's spokesman. "When Bennett promotes himself, his department and education in general go along for the ride."

Mr. Bennett argues that he has the right and duty to speak up for the Administration's interests.

"I think some of my colleagues are too silent on some issues," the Secretary said in a meeting last year with journalists. "This may be my best job ever in public life. It's my shot, and I'm going to take it."

"The President is not upset, and that's really the only person in the Administration that means anything to me."

An Irate Senator

Senator Lowell P. Weicker, Republican of Connecticut, is among those who think Mr. Bennett has overstepped the bounds of his territory.

"Having been through Secretary Bennett's role as Surgeon General, now apparently he's Secretary of State," the Senator said last fall of the Secretary's trip to Nicaragua and his controversial statements about AIDS carriers.

Mr. Weicker, a longtime critic of Mr. Bennett's travels and the ranking Republican on the appropriations panel with jurisdiction over the Education Department, has sought for the past two years to reduce the Secretary's travel budget.

In 1986, angered by an E.D. proposal to reduce spending on travel by civil-rights investigators and increase Mr. Bennett's budget, Mr. Weicker said he "would be more impressed if the Secretary took care of the people who needed to be taken care of, rather than taking care of himself."

"I don't think the taxpayers appreciate that at all," he told Mr. Bennett at a hearing.

A spokesman for the Senator said last week that he declined to be interviewed on the subject until the appropriations panel holds its hearings on the 1989 budget in May, when Mr. Weicker is likely to renew objections to Mr. Bennett's use of his time and the government's money.

Travel Funding Elusive

However, because travel for all Education Department officials is included in one line item, along with a budget for supplies and salaries, there is effectively no way the Congress can force a reduction in Mr. Bennett's travel allocation, even if the "departmental management" item is cut, as it has been in some years.

Department officials estimate for their own purposes the amount the Secretary and his staff will spend on travel, but funds can be switched from one category to another.

"It never mattered to us what the budget was," says Bruce M. Carnes, deputy undersecretary for planning, budget and evaluation.

According to department officials, the amount allocated for travel by Mr. Bennett and his staff was reduced after the appropriations process only once, for fiscal 1987.

For fiscal 1988, when E.D. also received less than requested for "departmental management," the office's travel budget was actually increased $50,000 from the $90,000 the department had earmarked in an internal estimate made for its 1988 budget proposal.

Much of the money is spent by other officials in the Secretary's office who travel to promote such programs as Mr. Bennett's anti-drug crusade.

Expenditures Up

Mr. Bennett himself spent $36,100 on official travel in fiscal 1987, up from $24,100 in 1986.

By comparison, his predecessor, Terrel H. Bell, spent $12,200 on travel in 1984, his last full year in office.

But the total cost is higher, as those figures do not include expenses of aides who accompanied either Mr. Bennett or Mr. Bell.

Travel expenses for Mr. Bennett's bodyguard run as high or higher than the Secretary's, according to Mr. Carnes.

Continued on Following Page

Mapping the Secretary's Travel: Where He's Been

Between 1985 and Dec. 31, 1987, the Secretary travelled to N.Y. 25 times, Calif. 18 times, Pa. 11 times, N.C. 10 times, Ill. 9, and Mo. 8. He had not been to Alaska, Ark., Conn., the Dakotas, Hawaii, Mont., Neb., Ore., R.I., or W.Va.

Continued from Preceding Page

And the official totals do not reflect expenses picked up by the Republican Party.

If the Secretary makes a trip entirely for partisan political purposes, Administration policy requires the party to pay for it. When a trip involves both official functions and Republican events, the cost is prorated according to the number of hours the Secretary spends at each activity.

Because Mr. Bennett's political activities vastly outstrip Mr. Bell's, the disparity in the actual cost of their travel—although not the cost to the taxpayer—is much greater than expenditure records show.

Mr. Bell says that almost all his travel was to education conferences or connected with disseminating the findings of *A Nation at Risk*. He appeared at very few political events, he says.

"I think I did three or four over the years," he recalls. "Mr. Bennett would be greatly in demand by the conservatives, and obviously, I wasn't."

Ms. Hufstedtler says she did a great deal of traveling during her brief tenure to promote the brand-new department, and she made political appearances on behalf of former President Jimmy Carter. But she did not appear at party fund-raisers and spoke only before education organizations.

Other Agencies

A survey of federal agencies suggests that Mr. Bennett travels more than some comparable Administration officials, but less than others.

Secretary of Health and Human Services Otis R. Bowen, who oversees a much larger agency, spent only $5,700 on 16 trips in fiscal 1987, when Mr. Bennett spent $36,000.

Samuel R. Pierce, who heads the Department of Housing and Urban Development, spent about $4,900 in 33 days of travel that year.

Their spokesmen say they make very few political appearances and virtually no appearances before general audiences.

While Secretary of Agriculture Richard E. Lyng spent more days on the road than did Mr. Bennett in 1986 and 1987, he made a third as many political appearances, and almost all were on behalf of specific candidates.

"I can't remember him ever addressing a group unless it had an agriculture focus," says a spokesman, Betty Stern.

Interior Secretary Donald P. Hodel travels about 100 days a year and budgeted $100,000 for official travel in 1988, says his spokesman, David Prosperi. Mr. Hodel occasionally speaks to a general audience and he makes at least as many political appearances as Mr. Bennett, according to Mr. Prosperi.

"They're definitely two of the top draws," he says.

Several local Republican officials say former Secretary of Transportation Elizabeth H. Dole was also quite popular as a speaker, but a department spokesman failed to supply details.

'Willing To Appear'

Mr. Fahrenkopf confirms that Mr. Bennett is one of the most sought-after Administration officials.

"He's a very articulate individual who does a marvelous job in public speaking," the party chairman says. "But you also have to tie that in with [the fact that] most Republicans—and not just Republicans, I think he's also in great demand with service clubs and others—are always concerned about education."

Local Republican officials who have hosted Mr. Bennett also say he is a big draw.

"He is, I believe, one of the most-traveled Cabinet secretaries, and from our standpoint, one of those who is most willing to appear at these sorts of events," says John Fabrega, an official of the Florida Republican Party.

Many local officials who have hosted Mr. Bennett say they asked him to speak because he was already planning a trip to their area. But they also agree that he is a big draw for them because of his visibility in the media.

"They've heard I might say something interesting or controversial," Mr. Bennett says. "I think I have an advantage in that people are interested in the topic, but I also don't go there with a speech that's 12 pages, written by somebody else, which I'm reading the second time. I go and talk. I like direct talk and stories and sharing my experience, putting it up against theirs."

Positioning Himself?

In addition to local appearances, Mr. Bennett has also been asked to speak at several large, regional Republican Party gatherings, such as a recent weekend retreat for Republican Congressmen, where he spoke on "Education Reform and the 1988 Election."

Some observers say Mr. Bennett's political activity and his propensity for speaking up on non-education topics constitute a campaign to position himself for a run at elected office.

"We've said for some time that he is positioning himself to say to people, 'I am available for higher office or for a different position,' " Ms. Futrell says.

Several conservative political columnists have mentioned Mr. Bennett as a potential political candidate—even, possibly, a Presidential candidate—and speculation on his political future has been grist for the Washington rumor mill.

At a Senate-House conference last year on the pending trade bill, Representative William D. Ford, Democrat of Michigan, complained that a certain Bennett proposal would not take effect until 1992, adding, "I don't know if he still intends to be Secretary then."

"No, no. Everybody knows he wants to be President," replied Senator Robert T. Stafford, Republican of Vermont, evoking bipartisan laughter.

"I've never talked to him about whether he would seek political office, but I think he certainly has the tools," Mr. Fahrenkopf says. "He has the intellect, he's very articulate, and education is a critical issue."

"There's no question that people in the Republican Party—and I happen to be one of them—think Bill Bennett is a man of tremendous talent and hope he would give serious consideration to seeking public office," he adds. "I think he would be a formidable candidate."

Mr. Bennett has said that he might be interested in a governorship or a Senate seat, and that he would consider a Vice Presidential nomination if he were offered one.

But he insists that his activities as Secretary are not driven by a desire to run for office and that he makes political appearances purely to help the party.

"The success of the Republican Party is tied to the future success of this country," he says.

"My name recognition is already pretty good," he adds. "If you sat down and decided that what you wanted is name recognition, what you would do is to maximize your times on television, not travel around the country, doing local things. So that's not the objective."

But Mr. Bennett's travels include many local press conferences and interviews, and often land him a spot on the evening news and coverage in local newspapers. His travel records show that he gave about 50 interviews to local media between 1985 and 1987.

Later? Or Sooner?

But several officials close to the Secretary say they do not think he would accept the severe limits elected office would place on his privacy and the demands it would make on his time.

Although he is well received by [illegible] audiences, Mr. Bennett does not appear to be in his element when called upon to mingle with a crowd. He tends to make a quick exit after he has delivered his speech.

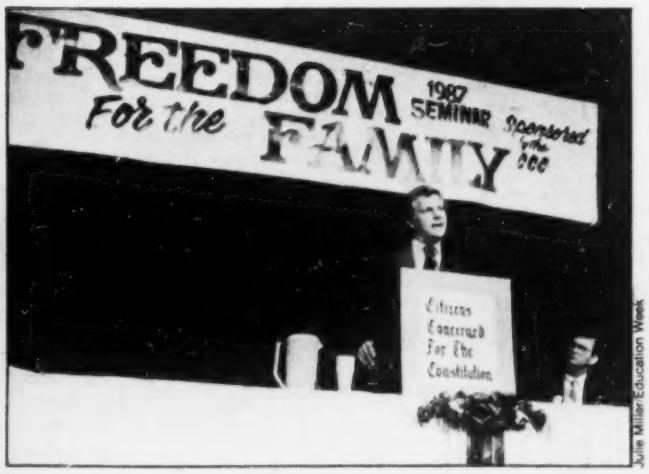
"Small talk I'm not good at. Never have been," Mr. Bennett says. "I'm always saying to my host or hostess, 'Can we start? Can we start?' "

"Some [events] are really a pleasure," he says, and "some turn out to be a pain, because people are grabbing at you and pulling at you and having your picture taken, and when you get up to give your remarks, you're blind."

But Mr. Bennett clearly enjoys the limelight.

"People ask me, 'How can you stand the criticism?' But I really enjoy my job. The truth is, it's a thrill," he says. "The opportunity to have a conversation with the American people about things that matter to them is an extraordinary opportunity."

"I certainly enjoy public life, and I'd like to get back into public life," the Secretary muses. "But probably later than sooner."



Julie Miller/Education Week

Secretary speaking before Indianapolis citizens' group.

On the Road Again: Travels With Bennett

Julie Miller/Education Week

Bennett at Cardinal Gibbons High School in Ft. Lauderdale, Fla.

Staff Writer Julie Miller hit the road to cover Secretary Bennett's activities on recent trips to California and Florida. Following is her account:

Thursday, 8 p.m.; the Mariott Crocker Center Hotel, Boca Raton, Fla.

By the time his small entourage sweeps in, about a hundred people have arrived at the state Republican Party's $50-a-head reception featuring Secretary of Education William J. Bennett, who is beginning a six-day excursion in Florida.

Mr. Bennett is introduced as "the John Wayne of education," but he begins by talking about something else.

"The freedom fighters are on my mind," he says, referring to the Nicaraguan rebels and an upcoming vote on contra aid.

Mr. Bennett has gathered a trove of tales in his travels, and employs at least one proven crowd-pleaser in every "stump speech." When the audience is nonpartisan, he usually selects an anecdote about public-school students. But when the audience is Republican, he often uses a story he was told during a visit last year to Nicaragua.

A Nicaraguan child was assigned to write a paper about three people who had done great things for mankind, Mr. Bennett says. He wrote about Albert Einstein, Louis Pasteur, and Jesus Christ, but received no credit because "in the new Nicaragua, the only correct answers are Lenin, Marx, and Engels."

"This is not a system of education, it's a system of indoctrination," the Secretary says.

He says another Nicaraguan told him "the man on the street in Nicaragua believes that policy is created in Moscow, developed in Havana, and implemented in Managua."

"I'm very pleased that the Republicans have reclaimed education as an issue," he says next, adding that "we must ask how we can improve without spending more money."

"The problem is that we need to spend more wisely," he argues, calling for more accountability for educators and pay scales that reflect results. "There are worse penalties for serving a single rotten hamburger than for giving a hundred children a rotten education."

In response to questions, Mr. Bennett says he supports the controversial Paterson, N.J., principal Joe Clark, tough anti-drug policies, cracking down on student-loan defaulters, and parental choice.

"I believe in public schools," he says, "but if they are failing, we should give parents another choice."

"Bill Bennett's very popular down here," says John Fabrega, a state party official, commenting on the audience's favorable response.

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Officials in southern California said much the same thing when Mr. Bennett visited there in December.

"For their thousand dollars, they get access to high-level people in the Administration, like Bill Bennett," said Joe Irvin, a state Republican official, at a Los Angeles luncheon for faithful contributors. "That's the way it is in politics."

"He did very well for us," added Richard Warmuth, the party's special-events coordinator, commenting on the turnout.

Mr. Bennett touched on many of the same topics in Los Angeles that he addressed in Boca Raton, and the response was similar.

Particularly impressed was a row of well-dressed women, who nodded and exclaimed, "Exactly right!" throughout his speech.

"I think he's wonderful," said one. "He's an excellent speaker, and a very pragmatic person who sees things as they are. I don't know what he thinks about it, but I would like to see him run for something."

8:45 a.m. Friday; the Boca Raton Hotel and Club.

Thousands of Soap and Detergent Association members are eating breakfast in the ballroom of the swank resort as the morning's scheduled speaker arrives.

"They forged a division out of glycerine and fatty-acid products, and made it what it is today," an association official is saying, presenting a service award before he introduces Mr. Bennett.

There's a lot of ground to cover between fatty acids and education. But the Secretary likes to carry his message outside the education community, and his self-described conservatism plays almost as well here as it did at the previous night's Republican reception.

"Everybody has a child, or knows a child. Or in Washington, where I come from, is a child," he says, using a favorite opening.

"I've seen the American child, and he can be educated," Mr. Bennett says, seguing into an anecdote.

The story concerns a 3rd grader at a Raleigh, N.C., school Mr. Bennett visited in 1985. The child asked him whether it was true that Reagan Administration officials ate jelly beans

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On the Road With the Secretary

Continued from Page 17

when they got together for meetings "in the cupboard."

Yes, it is true that Mr. Reagan passes jelly beans to his Cabinet members, Mr. Bennett said. "And I've had a few."

"You've had more than a few," the child told Mr. Bennett, who is 6'2" and not lean.

"He knows he has a right to take a shot at the Secretary of Education. That's what America is all about," Mr. Bennett tells the detergent makers as the laughter dies down. He suggests that the Soviet leader Mikhail Gorbachev should have been taken to some elementary schools.

In a similar vein, Mr. Bennett tells the conventioneers that if he could eliminate an impediment to education, he would choose puberty.

But he also talks more seriously about the characteristics of good schools and about exemplary schools he has visited; he reiterates his support for merit pay and more accountability for educators, again turning to the "rotten hamburger" quip.

And with that, Mr. Bennett leaves with his entourage, which this time includes Bruce M. Carnes, deputy undersecretary for planning, budget and evaluation, as well as the Secretary's bodyguard and regional E.D. officials.

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Vince Maiorany, the bodyguard, is the one permanent fixture in Mr. Bennett's retinue. The former District of Columbia police officer travels in advance of the Secretary to make preparations and accompanies him on every trip.

He is actually shorter than Mr. Bennett, but he is armed and a formidable presence. He is taciturn, and surveys unfamiliar faces with professional suspicion.

"There have been a few incidents, but nothing we couldn't handle," is all Mr. Maiorany will volunteer about his work.

He says he began working for the Education Department part time when Terrel H. Bell was Secretary, as one of several security men on call. Mr. Bennett began with the same system, Mr. Maiorany says, but came to use his services exclusively.

"I know how he wants things done. He likes continuity on the road," Mr. Maiorany says.

He admiringly terms Mr. Bennett "really dedicated," adding that "I've seen a lot of places."

12:45 a.m.; Cardinal Gibbons High School, Fort Lauderdale.

Mr. Bennett's star status is apparent as the entourage pulls into the parking lot.

The moment he emerges from his maroon Lincoln Town Car, he is surrounded by reporters, photographers, and beaming school officials.

The officials and Representative E. Clay Shaw, the local Republican Congressman, pose for pictures with the Secretary.

Then the entire crowd, at least 30 strong, trails behind as Mr. Bennett is led past welcoming banners to the classroom of Sister Laverne Farrell. Reporters and onlookers jockey for position around rows of desks as students gape at the spectacle.

As a handful of television cameras roll, Mr. Bennett attempts, with minimal success, to engage the obviously nervous students in a discussion about the Lincoln-Douglas debates. Having seen notes about the abolition movement on a blackboard, Mr. Bennett concentrates on the way the rival politicians approached the issue of slavery.

"Lincoln said slavery was immoral," Mr. Bennett says. "You can't make sense of democracy, of sovereignty by the people, without admitting the wrongness of slavery."

"What is the basic premise of democracy that bars slavery?" he asks, and a student answers correctly: "All men are created equal."

Then Mr. Bennett changes tactics, asking as he usually does during school visits: "What makes this a good school?"

"Students want to learn."

"Teachers take their subjects seriously."

"Is discipline strong?" he asks.

The students respond affirmatively, but do not elaborate.

"I think the cameras intimidated them," the Rev. Joseph Kershner, the school's principal, remarks as the cortege files out.

Next up is a tour of the facilities. The crowd flows upstairs and downstairs, past classrooms and athletic fields.

Mr. Bennett's visit ends in the school auditorium, where the students give him a standing ovation.

Representative Shaw praises the school briefly and introduces the Secretary, who does the same and talks about what makes a school effective.

"As Tolstoy said, all happy families are alike," he says. "The same is true of good schools."

Students give Mr. Bennett token gifts, a ritual at school visits. He appears to be accumulating one of the nation's largest collections of too-small tee shirts and sweatshirts.

2 p.m.; Boyd Anderson High School, Ft. Lauderdale.

There is time only for a brief look at the empty school, whose students are on vacation, before a forum with parents.

School officials speak first, highlighting programs that receive federal aid. Then Mr. Shaw introduces the Secretary, who speaks very briefly before taking questions.

Most questions are deferential, allowing Mr. Bennett to plug the Education Department's AIDS booklet and get in a pitch for character education.

The audience applauds as he quotes the Dr. Seuss book, *Horton Lays an Egg*, which is about an elephant who is rewarded for his fidelity: "He meant what he said and he said what he meant. An elephant's faithful 100 percent."

The only confrontational question comes from a teen-ager, who reads a statement critical of the principal Joe Clark. She asks Mr. Bennett why he does not "tell us about principals who operate according to democratic principles."

"Thank you for your spontaneous question," the Secretary says testily, before answering that extreme methods are sometimes necessary.

At a news conference in another room, reporters asks him for his views on a U.S. Supreme Court decision upholding censorship of a student newspaper, on magnet schools, and on school-based day care.

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While Mr. Bennett is often challenged in Washington, where he frequently speaks to reporters and legislators, he is met on the road mostly with deference and applause.

His aides confirm that the exceptions to that rule tend to be college students and especially teachers' union activists, who criticize Mr. Bennett's proposals to cut the federal education budget—although he has backed away from that stance this year.

Such a protest occurred in December when he visited Los Angeles's Garfield High School, where the calculus teacher Jaime Escalante works the instructional magic portrayed in the new movie "Stand and Deliver."

Mr. Bennett sat in on one of Mr. Escalante's classes, watching the students perform impressively, then lauded the inner-city school's success at a meeting for parents and staff. Principal Maria Tostado interpreted for Spanish-speaking parents.

"This is indeed the American dream," Mr. Bennett said. "It's particularly important for what it says for the Hispanic children of America, about what is possible for them."

Then members of United Teachers-Los Angeles began asking about budget cuts, and Mr. Bennett's smile disappeared.

He said the department did not ask for a cut this year, the federal contribution to education spending is small, and the "problem isn't that we don't spend enough, but that we don't spend it well enough."

The teachers persisted.

"I find it a little difficult to accept that you come to praise this program while you want to eliminate the math and science [grant] program," Brian Wallace said.

"It's too bad that on a day to honor Garfield, someone has to put kitty litter in the punch bowl," Mr. Bennett snapped, contending that the figures the teachers cited were incorrect.

Jose Oyozco, a teaching assistant, stood up.

"I work with the 90 percent of the kids here who are illiterate, who don't know who you are," he said angrily. "That's the voice you should hear, not the 1 percent who are going to Wellesley."

Mr. Bennett offered several defenses, saying that Garfield students were statistically above average.

"If you visit failures, people ask why you don't see kids who are doing well," he said next, adding that he "spends a lot of time on the problems of disadvantaged kids."

Besides, Mr. Bennett said, "the nationally recognized success of some students has an effect on the others."

The Secretary left, and Mr. Escalante sped across the room to argue with Mr. Oyozco. Several parents took sides.

"Somebody's always got to spoil it," Mr. Bennett muttered as he exited.

3:15 p.m.; Ft. Lauderdale.

Mr. Bennett hustles back to his car because he has exactly two hours and 15 minutes to travel across the state to Tallahassee, where he is scheduled to attend a fundraiser for U.S. Representative Connie Mack.

Mr. Mack is running for a vacant Senate seat, and his campaign picked up the cost of flying Mr. Bennett to the event in a private plane. The same plane flies him from there to Naples, to spend the weekend with his family before resuming official appearances on Monday.

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Although the members of Mr. Bennett's entourage are all affected by a government-wide ceiling on reimbursable hotel rates, they are able to spend the weekend at the lush new Ritz-Carlton Hotel in Naples.

The Secretary addresses Collier County Republicans there on Monday, and the party picks up the excess expenses.

"I feel no obligation to not enjoy Florida," Mr. Bennett tells reporters who ask if he is there on vacation.

But Mr. Carnes claims he got his sunburn doing paperwork by the pool, and two members of the entourage says they had to "sneak food upstairs" because their expense accounts would not accommodate the Ritz-Carlton's restaurants.

Noon, Monday; the Cape Coral Inn and Country Club.

The Southwest Florida Chamber of Commerce has invited local educators to attend its meeting, and the opening prayer asks God to "help us further education."

Mr. Bennett talks about the contras again, saying that contra aid was the issue that finally made him join the Republican Party. He delivers the line about the origin of Nicaraguan policy, and the jellybean anecdote.

He talks again about accountability and effective schools, and says he plans to propose legislation that would encourage states to adopt merit-pay systems.

"Excellence makes one feel good about the worth of the world," he says, quoting George Eliot.

Mr. Bennett mentions Garfield High School as an example of excellence, and says he has recommended Mr. Escalante for a medal, "because he's saving lives and he is an American hero."

He receives a standing ovation, and departs for a brief news conference. One reporter asks if he is interested in a Vice Presidential nomination.

"If the call comes, I'll certainly pick up the phone, but I won't be waiting by the phone," Mr. Bennett says. "I certainly enjoy public life, and I'd like to get back into public life, but probably later rather than sooner."

7:30 p.m.; the Ritz Carlton Hotel, Naples.

The Collier County Republicans have chosen Mr. Bennett as the featured attraction at their biggest fundraiser, the Lincoln Day dinner.

Before dinner, Mr. Bennett and his wife, Elayne, drink champagne and mingle with guests invited to a "V.I.P. reception" for especially generous party supporters, as a hired photographer snaps away.

The meal is as deluxe as the surroundings, from the artfully arranged exotic vegetables in the salad to the checkered, chocolate-covered mousse served for dessert, and is accompanied by piano music.

Mr. Bennett is preceded by a Lincoln imitator, who recites anecdotes from the President's life, and by Mr. Mack, who introduces a Russian man he has assisted in his quest to be reunited with his family.

The Secretary begins by talking about the Lincoln-Douglas debates in much the same terms he used the previous day at Cardinal Gibbons High School.

"To be identified with principle is to be conservative," he says. "No one has gone to hell for being conservative."

Mr. Bennett then quotes Lincoln: "As a nation of free men, we live forever or die by suicide."

He urges his party to stand behind "the defense of the West," and particularly the contras. "It's an involvment we cannot ignore," he says.

"This party has got the high road," Mr. Bennett says, explaining why he became a Republican. "My Democratic party was the party of John F. Kennedy, who said, 'We will bear any burden, pay any price. Soviet control of this hemisphere cannot be negotiated.' "

"After $250 billion in social programs, our children are worse off," he says, addressing the other issue he calls on the party to champion: "the nurture and protection of our children."

"We have neglected the most important tool we have for the raising of children. The family is the original department of health, education, and welfare," Mr. Bennett says.

He ends by urging parents to teach their children the difference between democracy and totalitarianism. One good way to tell is the "gates test," he says: "When you open the gates, which way do the people run, in or out?"

"One way of suicide is to not tell our children what it is we have," Mr. Bennett concludes, beaming in response to the audience's enthusiastic applause.

Some Sample Itineraries

Following are sample itineraries from trips taken by Secretary of Education William J. Bennett.

October 23-23, 1985; California.
San Diego Union Editorial Board luncheon.
Young Presidents Association, Intern University, San Diego.
Vietnam League of Orange County.
Los Angeles Times editorial writers luncheon.
The College Board National Forum, San Diego.

January 13-14, 1986; Atlanta, Ga.
Spelman College convocation.
Rotary Club luncheon.
Atlanta Constitution editorial board.
Reception at Omni Hotel.
John Hope Elementary School.
Martin Luther King Center.
Atlanta Journal editorial board.
Georgia Republican Foundation reception.

August 25-29, 1986; Idaho.
Ririe Elementary School, Idaho Falls.
Lunch with Chamber of Commerce, Idaho Falls.
Ricks College, Idaho Falls.
Steve Symms fundraiser, Idaho Falls.
Republican barbeque, Idaho Falls.
Steve Symms fundraiser, Boise.
Press conference with Symms, Boise.
Lincoln Elementary School, Boise.
Lunch with Lions Club, Boise.
Capital High School inservice program, Boise.
Videotaping with Symms.

February 25-26; Chicago, Ill.
LaSalle Language Academy.
Executive Club.
Chicago United.
Dinner, University Club of Chicago.
Republican breakfast fundraiser.

April 15, 1987; Indianapolis, Ind.
Indianapolis Star editorial board.
Citizens Concerned for the Constitution.
Lunch with Governor Orr and state legislators.

February 2, 1987; Jackson, Miss.
Northside Elementary School.
Lunch with Rotary Club.
Meeting with state Republicans.

March 12-13, 1987; New Hampshire.
Lunch, Manchester Chamber of Commerce.
Interview, Manchester Union Leader.
Stratham Memorial School, Manchester.
Woodman Park Elementary School, Dover.
Meeting with Governor John Sununu, Dover.
Meeting with Moultenborough Central School delegation at State capitol.
Republican Northeast Leadership Conference dinner.

July 29-30, 1987; Albuquerque, N.M.
Meeting with Governor Carruthers.
New Mexico Republican reception.
Conference with State Department of Education.
Meeting with former Senator Schmitt.
Albuquerque Rotary Club.

September 24-25, 1987; Texas.
American Institute for Character Education.
Reception for Representative Richard Armey.
Dallas Right to Life.
Breakfast with CEO's.
Mary Kay Cosmetics.
Arts Magnet High School.
Young Presidents' Organization Western Area Conference.